LEADERSHIP DEVELOPMENT

Workshop for Training in Administrative Management

TRAINING IN ADMINISTRATIVE MANAGEMENT

T A M

UNITED STATES DEPARTMENT OF AGRICULTURE

Corvallis, Oregon • • • • • • • • March 27-31, 1961

USDA SCS-PORTLAND, OREG 1960

FOREWORD

The ever-growing complexity of governmental administration -- both Federal and State -- places a premium on effective administrative management. Most of us are technicians by education and experience. Most of us have of recent years experienced the added burden of management responsibilities. There is need to pause and take stock. Are we getting results as managers? If not, how can we improve?

The TAM workshop is designed to give us some answers. We have here a cross-section of men skilled in the profession of management, thinkers on the basic theories, practitioners of the applied skills. We are sure to profit from a week of participation in this workshop with such able guides.

This book can be a working tool; a ready reference for each of us in the months to come. Each of us has a heavy workload. Each can lighten his load and increase his effectiveness by practicing the modern science of administrative management.

ACKNOWLEDGEMENTS

The workshop participants wish to express sincere appreciation to:

The following steering committee designated by the USDA Executives Club for their excellent planning and organization for the workshop;

Luther B. Burkett, FS, Portland, Chairman
Lewis C. Van Winkle, ASC, Portland, Business Manager
Jean W. Scheel, Ext. Service, Corvallis
Walter Cline, CSS, Portland
Robert L. Brown, SCS, Portland

The workshop manager, Lewis Van Winkle, and director, Luther Burkett - to these two our special thanks for the excellent job they did in the actual conduct of the workshop.

The staff of the Extension Service, Corvallis, for their yeoman duty in producing this report.

All the program speakers for their able and informative presentations and helpful discussion sessions.

Oregon State University for excellent accomodations furnished for us in the Memorial Union.

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WHAT IS "TAM"?

The United States Department of Agriculture conducts a program of Training in Administrative Management (TAM) under the direction of a Management Improvement Committee, established by the Secretary of Agriculture in 1957. Two major types of activities are involved:

(1) TAM Leadership Institutes on a regional basis, and

(2) TAM Workshops within individual states.

Personnel who participate in the regional Institutes in turn take part in planning and conducting the workshops to extend training to others. The overall purpose of the program is to help improve management.

TAM Workshop is designed to develop outstanding employees, possessing administrative and executive ability in the broader phases of administrative management. Participants in the workshops are a selected group of employees nominated by the agencies in which they are employed. In the workshop, they will have opportunity to discuss current management theory, problems, and practices with select field managers from other agencies and with leaders from colleges, industry, and government. Through this experience, the participants further develop the management attitudes, skills and abilities they presently possess, and also gain a broader understanding of the Department's agencies, programs and activities.

The TAM Workshop held in Corvallis, Oregon, March 27-31, 1961 was sponsored by the USDA Executives Club of Portland and is the third such workshop sponsored by that group. The committee set up to plan this event included four men who have taken part in a regional TAM Institute. Major responsibilities in the operation of the workshop were handled by the participants themselves.

PROGRAM

TAM WORKSHOP, MARCH 27-31, 1961
Memorial Union, O. S. U.
Corvallis, Oregon

MONDAY, MARCH 27 - Administrative Leadership

8:00 a.m. Welcome, Introductions, Objectives and Organization
- Luther B. Burkett, Workshop Director

9:00 a.m.

Presiding Officer:	Ben Newell, E.S.
Discussion Leader:	Alfred Brady, CSS
Summarizers:	Jack Campbell, OSBF
	Frank Barnett, SCS
	Carl Berntsen, F.S. (ES)

Administrative Leadership:

(a) In Government: Howard Burson, Chief, 11th Regional Inspection and Classification Div., U.S. Civil Service Comm., Seattle, Washington

(b) The Academic Viewpoint: Dr. Egbert Wengert, Professor and Chairman Political Science Department, University of Oregon, Eugene, Oregon

(c) In Industry: C. Harold Campbell, Personnel Director, Pacific Power and Light Company, Portland, Oregon

3:30 - 4:00 Film - "Film Tactics"

4:30 p.m. Committee Meetings:

(a) Editorial Committee and Summarizers, with Mr. Jean Scheel

(b) Library & Film Committee with Lewis Van Winkle

(c) Presiding Officers and Discussion Leaders with Luther B. Burkett

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TUESDAY, MARCH 28 - Communication

Presiding Officer: Murle Scales, E. S.
Discussion Leader: Melvin Metcalf, F.S. (ES)
Summarizers: D. P. Shoup, O.S.D.A.
A. G. Beagle, A.R.S.

8:00 a.m. Agency Talks:

Extension Service
Soil Conservation Service
Forest Service, Research
Agricultural Research Service

9:00 a.m. Communication in Management

Paul A. Kohl, Regional Director, GSA Records Center
Seattle, Washington

Film - "Production 5118"

1:00 p.m. Social Action

E. J. Kreizinger, State Leader Extension Research and Training, Washington State University, Pullman, Washington

4:00 p.m. Film - "The Engineering of Agreement"

WEDNESDAY, MARCH 29 - Law and Management

Presiding Officer: Thomas Owens, AMS
Discussion Leader: Ralph Valentine, OSBF
Summarizers: Gene Kunkle, OSDA
Evelyn Funk, E.S.

8:00 a.m. Agency Talks:

Agricultural Stabilization & Conservation
Farmers Home Administration
Commodity Stabilization Service
Agricultural Marketing Service
Forest Service (administration)

9:30 a.m. Legal Concepts of Administration

C. Carlile Carlson, Regional Attorney, Office of General Counsel, Portland, Oregon

1:00 p.m. Film - "How Good is a Good Guy"

1:45 p.m. The Supervisor's Responsibility in Personnel Management

Dan E. Bulfer, Chief, Division of Personnel Management, R6
U. S. Forest Service, Portland, Oregon

4:15 p.m. Committee meetings and summarizers work time.

THURSDAY, MARCH 30 - Controls and Motivation

Presiding Officer: Mary Abbott, E.S.
Discussion Leader: Elsa Lopez, C.S.S.
Summarizers: Chas. McDougal, CSS
Daniel Verhagen, ASC

8:00 a.m. Agency Talks:

Oregon State Board of Forestry
Oregon State Department of Agriculture

8:30 a.m. Management Controls

James Iler, Chief, Division of Operation, R6.
U. S. Forest Service, Portland, Oregon

11:00 a.m. Film - "The Man Who Knows it All"

1:00 p.m. Film - "1104 Sutton Road"

2:00 p.m. Some Aspects of Motivation

Dr. Lester F. Beck, Professor and Executive Officer,
Department of Psychology, Portland State College,
Portland, Oregon

FRIDAY, MARCH 31 - Human Relations in Management

Presiding Officer: Fremont Sprowls
Discussion Leader: Tyrus Matsuoka
Summarizers: Norman Beller
Grant Lindsay

8:00 a.m. Human Relations in Management

Mrs. Roberta C. Frasier, Family Life Specialist,
Extension Service, Oregon State University, Corvallis, Oregon

10:15 a.m. Pigors' Incident Process

Wendell L. French, Associate Professor, College of
Business Administration, University of Washington,
Seattle, Washington

2:00 p.m. Evaluation of T.A.M. and Issuance of TAM Books and Certificates
Jean Scheel

MESSAGE FROM THE DIRECTOR

Welcome to TAM - Training in Administrative Management.

We are here to disect and study the administrators' job; to explore his management techniques - the tools he uses to accomplish organization and program objectives through people.

These tools are generally listed as: planning, organizing, supervising, delegating, controls, research, budget and personnel management. In one week we cannot cover the entire field; college degrees are offered in public administration. So we have selected some fundamental things - administrative leadership, communication, law, controls, personnel management, motivation, fact finding and human relations, for topics at this meeting. These things cut through all functions of the administrative process, and a clear understanding of them should be helpful throughout your careers as managers.

TAM has 3 initials and, likewise, 3 purposes:

No. 1. To teach administrative skills and knowledge.
No. 2. To demonstrate techniques of instruction and study.
No. 3. To give U.S.D.A. employees a broad frame of reference as to the design and functions of the Department.

These 3 phases are all very important: As trained technicians we tend to have blind spots in the field of managerial skills. We are often called upon to organize training sessions and conferences, and some of us need help to make these more effective. Finally, it is easy to become provincial about our work in the U.S.D.A. Here we will meet members of 8 department and 3 State agricultural agencies. We will work together and exchange experiences and observations for a week. This will be the first opportunity for some of us, with many years in the department, to learn first-hand about the objectives, responsibilities and methods of other U.S.D.A. agencies. It should be a broadening experience for all of us, and lead to better teamwork in the years ahead.

We shall accomplish our work here by listening carefully to experts; questioning them; discussing and drawing conclusions. Summarizers are appointed to record these conculsions. We will observe instruction techniques, use of visual aids and speech organization. We will gain some experience through practice as discussion leaders and presiding officers making agency talks, and serving on important committees. There will be some interesting films which may be used at home in your future training sessions. We even have a film on how to show a film.

On Tuesday, Wednesday and Thursday a representative of each agency represented will discuss his agency's organization from the Washington level down; describe its objectives and functions.

I am impressed with the quality of personnel assigned to this workshop. Many of you have been skilled administrators for years. For you this will be a refresher, but we shall depend on you for leadership and advice as the workshop proceeds.

I especially thank the workshop committee: Lewis Van Winkle of A.S.C., business manager, Jean Scheel of E.S., Walter Cline of C.S.S. and Robert Brown of S.C.S. for their participation and guidance in preparing the agenda and arrangements for this conference.

From here forward this is your workshop. Members of the committee will be here as observers and aids only, for our work is largely done. In the tradition of T.A.M. its now up to you. Good luck!

Luther B. Burkett
Director

"ADMINISTRATIVE MANAGEMENT IN GOVERNMENT"

By Howard Burson

Chief, 11th Regional Inspection and Classification Div., U. S. Civil Service Commission, Seattle, Washington.

Graduate; University of Washington

Navy Veteran

With Civil Service Commission 20 years

Duties: 1 - Directs regional offices
2 - Inspects personnel operations
3 - Reports audit findings
4 - Handles appeals
5 - Evaluates and recommends program

Summary

Major problem is understanding the government. Our view tends to be too provincial, myopic....our own agency or department....our bureau....or our field installation. Expenditures for fiscal 1962 are estimated at over 80 billion dollars.

Federal Government:

Owns one-third of the total land areas - 770 million acres.

370,000 buildings on this land worth 17.5 billions.

Utility systems, power development and distribution systems, military facilities, railroads, roads and bridges, communication systems, reclamation and flood control facilities, and harbor and port facilities - 20.8 billions.

Civilian employees 2,400,000 - considerably more than the 10 largest industrial giants in this country -- not counting $2\frac{1}{2}$ million military personnel.

These people work in more than sixty departments and agencies in many different occupations representing nearly every kind of job found in private employment as well as some peculiar to the government. Installations and offices are seemingly endless....for example, the Department of Agriculture uses 73 pages for its listings in the official register of the U. S....the Department of Defense 206 pages.

Herbert Kaufman of Yale University describes it this way: "The Federal government is, in a way, like a painting. Looked at casually, from a distance, it creates the illusion of a monolithic structure; it seems like an entity, huge and sprawling but a unity all the same. Considered with something more

than casual interest, however, the illusion dissolves, and the realities of the Civil Service emerge from the picture. The seemingly unified giant is revealed as a rather loosely knit collection of highly differentiated and specialized missions and surprisingly independent in the pursuit of their objectives."

Could continue to enlarge on the Federal service and its size and complexity but the point here is only that this is most significant to the manager in government. Dealing in millions and billions makes every error a big one. Speaking of the matter of size, Robert Wood said, "What is wrong is not size itself but what size does to management."

Operating in such a huge organization is a problem for every executive, manager, or supervisor regardless of his place in the organizational ladder.

It is only natural that the operating man seeks freedom to get his job done....wants to shuck off the restrictions placed upon him....resents the multiplicity of controls under which he works.

Running counter to this desire is an equally strong desire to obtain control of the segment for which the executive, manager, or supervisor is responsible. So we might say that each resists control and seeks it, depending upon whether he looks upward or downward.

We have to bear in mind that the organization of our government was designed for conflict. Herman Somers of Haverford College said, "What the founding fathers designed was a system of relatively discreet areas of responsibility -- the President as the executive and the Congress as the legislature, each politically independent of the other. But there is in reality no completely clear division between execution and legislation and the so-called 'checks' furnished by the constitution are, in fact, forms of shared power."

This is probably perfectly natural in a people that distrusts government and its interferences. Paul Van Riper in his History of the U. S. Civil Service said, "The pervasiveness of the historical American preference for limited government is a matter of record."

But we need to recognize this basic problem in management in the government. Somers says, "The government was deliberately not unified, structurally or politically, at the top. This was part of the checks and balances theory. It, therefore, should be no surprise that harmonious tandem action by President and Congress is so difficult to obtain."

In the top echelons of our government, we have two types of executives.... political and career.

The political executive properly represents the will of the electorate. The book "The Job of the Federal Executive" says this about the political executive, "In contrast to the business executive, the political executive tends to work with a less homogeneous group of executives, administers programs that are generally larger in scope and public significance, lacks privacy in his unofficial as well as his official life, and periodically

undergoes trial by public debate. He must devote more time to a defense of his programs and policies even though his tenure on the job is relatively brief. Unlike the business executive, he directs activities that often lack a clearly defined purpose and that are normally matters of some concern to other political and career executives, Congressional leaders and staffs, interest groups, and the general public."

One of the difficult problems in administration in government is the tenure of political executives. From 1933 - 1952 average length-of-service of secretaries was 42 months, under-secretaries 23 months, and assistant secretaries 32 months. If anything, the periods of service tend to grow shorter as financial penalties and job pressures take a greater and greater toll. A survey by the Harvard Business School Club shows this trend in the service executives in government:

Period When Service Began	Percentage Serving Year or Less
1941 - 1945	16%
1946 - 1949	37%
1950 - 1952	67%
1953 - 1956	70%

As these men work with our so-called career executives, it is interesting to contrast the service period for these groups. From 1933 to 1948, the average length-of-service of bureau chiefs was 8½ years.

The departments and agencies have a degree of agency autonomy. They have authority which is theirs to use without Presidential approval. Generally these authorities have been granted by Congress and it is only natural that there would be a desire on the part of the departments for greater operating autonomy.

The Federal executive operates in a complex of agencies and, as authority is divided above him, it is similarly divided on his own level. The job of the Federal executive says, "Rarely is a single agency a wholly self-contained unit whose jurisdiction neither conflicts or overlaps with that of another agency....a Federal executive can scarcely mind his own business without minding someone else's as well."

This requires continual contacts with other agencies and long hours of negotiation seeking to reach agreement on action to be taken. A single classification standard is prepared in consultation with various groups, sent to agencies and by them to field organizations, replies are considered, revisions are made, and review of the revisions must be made if they are significant. Remember that this is a routine procedure and not something major like a change in policy. Obtaining agreement, clearing proposals are major tasks in Washington, D. C.

When we move down a level, the complications do not disappear, they multiply, at least within the department. The job of the Federal executive says, speaking of the 350 odd bureaus, "If the President is in a constant state of seige, the department heads may be said to be faced with a chronic state of mutiny in their bureaus....bureau autonomy can be traced to the

sprawling patchwork of the executive branch, the weakness of departmental management, the alliance of the bureaus with Congressional committees and interest groups, and the increasing professional specialization of the Civil Service."

The struggle continues at the next level, where we work, but on a less complicated plane. The man in the field wants flexibility, operating freedoms....to get his job done. This desire is confronted by the need for control in levels above him.

To summarize these rambling comments we operate in a huge complex organization....performing functions that are related primarily by the fact that the government performs them....it is organized on a system of divided authority; a system of checks and balances....to be responsive to the electorate we properly have political executives at the top managerial positions....who have now served relatively short periods of time.... jurisdiction in agencies is overlapping....desire for operating autonomy creates conflicts....and this desire is confronted with an equally strong need for control in the echelons above us.

Let me turn now to some of the general problems of administrative management in government.

Control and Systems - Size....the need for control....and systems.... seem to go hand-in-hand....whether in the government or outside. Professor Seligson of Denver University studied big business and big government and concluded they were growing more and more alike.

The Harvard Business School Bulletin predicted in December 1960 that, "It may become harder and harder to tell the difference between soldier and civilian, government employee and business executive, acedemician and executive, in the years ahead. The distinctions between these groups which we have accepted for so long are breaking down, just as the neat division of activity into 'private' and 'public' is crumbling. This reshuffling is already taking place, whether or not we are aware of it, and we expect this process to continue, if not accelerate."

Seligson says, speaking of both government and business that, "The checks and balances instituted to keep the organization under control also slow up its efficient functioning." It matters little that this charge applies to all large organizations; our problem is to find ways of resolving these difficulties.

The Goldfish Bowl. There are, of course, differences in administration in and outside of government, even though they may be growing smaller. Paul Appleby in his book, "Big Democracy" describes one of them this way, "Government administration differs from all other administrative work to a degree not even faintly realized outside, by virtue of its public nature, the way in which it is subject to public screening and outcry. An administrator coming into government is struck at once, and continually thereafter, by the press and public interest in every detail of his life, personality, and conduct. This interest often runs to details of administrative action that

in private business would never be of concern other than inside the organization. Each employee hired, each one demoted, transferred, or discharged, every efficiency rating, every assignment or responsibility, each change in administrative structure, each conversation, each letter, has to be thought about in terms of possible public agitation, investigation, or judgment."

Fortunately, in the field the spotlight is not so glaring but its reflected light can be very bright. When our superiors must answer for an action we have taken, it would have been desirable if we had anticipated this intense public concern. Operation in a goldfish bowl is a characteristic of government administration and it exacts its toll in records, reports, regulations, and procedures.

Evaluation - determining how well the enterprise is doing is an important factor in administration. The yardstick of profit and loss is at least one measure of performance in private enterprise. A panel at the University of Washington said this about the subject: "Private enterprise is successful if it survives. Such a standard of performance is objectively determinable. Existence is success; dissolution, bankruptcy, non-existence is clear evidence of failure. Public administration, on the other hand, has no comparable objective measure of success. Existence is no criterion of success, for public administration persists when only partial accomplishment of goal is achieved."

While I would not accept profit in business or production in government as adequate goals by themselves, a specific measure such as profit can be an invaluable aid to management. The absence of such a tool leaves the government administrator subject to the traditional charges of inadequacy and controls are added to try to compensate.

Uniformity - The public seems to expect that the government will follow uniform policies and procedures....that it will act as a single employer.... in spite of Kaufman's description I mentioned before, "A rather loosely knit collection of highly differentiated and specialized missions."

Attempting to provide a degree of uniformity and treat all citizens the same adds systems...procedures...and controls to the administrative process.

Routine - It may appear from these comments that I am opposed to systems, procedures, and methods. I assure you this is not the case. Without methods or procedures, everything we did would be a new experience. T. North Whitehead says, "Routine is the god of every social system; it is the seventh heaven of business, the essential component in every factory, the ideal of every statesman....but where adequate routine is established, intelligence vanishes and the system is maintained by a coordination of conditioned reflexes....it is the beginning of wisdom to understand that social life is founded upon routine. Unless society is permeated through and through by routine, civilization vanishes. But there are limits to routine, and it is for the discernment of those limits, and for the provision of the consequent action, that foresight is required."

David Lilionthal, one of the greatest Federal administrators, similarly reminds us that, "Method is not a dull matter of administration; it is as inseparable from purpose and ends as our flesh is from our blood."

In summary, I believe some of our problems in administrative management are tied to our legal framework....laws that set the limits and sometimes the method of our operation....size and systems go hand-in-hand in or out of government....the Federal administrator works in a goldfish bowl and needs records to support his actions....he lacks a measuring device of success or failure....and the public expects uniformity of a complex, heterogeneous structure. These factors all add to the complexity of the manager's operating area.

"THE ACADEMIC VIEWPOINT OF ADMINISTRATIVE LEADERSHIP

by

Dr. Egbert S. Wengert

Dr. Wengert is head of the Department of Political Science, University of Oregon, Eugene. He graduated from the University of Wisconsin in 1933. He received his Ph.D. and L.L.B. degrees from the same institution in 1936. As an educator he has served at University of Wisconsin, Wayne University, Sweet Briar College, University of Wyoming, University of the Philippines.

Positions Dr. Wengert has held in the past include executive development program, Oregon Civil Service Commission, member Governor's and Legislative Comstitution Committee, member Michigan Tax Study Committee, Administrative Officer, Office of Price Administration, training positions for U.S. Atomic Energy Commission and a number of other important positions.

Dr. Wengert is now engaged by the Ford Foundation in the program for technical assistance to underdeveloped countries.

Dr. Wengert has written a number of books, articles and reviews. He has been recognized in "Who's Who in America".

Summary

The basic purpose of public administration is to carry out public policy. This involves working with people to alter or guide their attitudes and behavior patterns to accomplish the goals of the leader within the limits of expressed public policy.

Some factors which affect the development of administrative leadership are:

(1) Structure - This is the frame of reference in which administrative officer must work. This consists of limitations and recources. An example is "red tape", which may be a limitation because of inflexibility introduced by it, or a resource in that it can be a developed procedure designed to meet specified goals, consistently and uniformly.

In modifying behavior of people to meet objectives the leader offers inducements or threatens deprivations. The job of the leader is to use the best combination of these to accomplish the objective. This involves the use of power and influence and includes such things as persuasion, pressure, sanction of public opinion, and in extreme cases the power of the courts.

(2) Systems of organization - All organizations impinge on and sometimes overlap other organizations, each with its own system and objectives,

which may be opposing or supporting.

e.g. - USDA is also involved with the Land Grant colleges in carrying out some of its programs and as a major source of personnel.

- Forest Service must also work with state forestry organizations, industrial associations, recreational associations, etc., each with its own system and objectives.

- Farm groups

- Labor groups

- Business and professional groups

In order to effectively carry on his job, most administrators need to become acquainted with how other organizations with whom he must work are organized and how they operate.

Within his own organization the administrator should recognize the grapevine as a factor influencing the spirit and effectiveness of his organization. The smart administrator will not attempt to block its operation but will use it to promote the goals and objectives of the organization.

(3) Manner of Involvement - Administrators may be involved with other organizations in several ways,

- Competition around goals and rivalry to be "on top"

- Cooperation to achieve common or related goals

- Incidental, such as temporary situations arising at irregular and unpredictable intervals

- Shaping of common goals and objectives

- Training by and from outside agencies

(4) Inside Structure - The inside structure consists of

Division Heads Supervisors Employees	Official hierarchy

Outsiders concerned with programs - these include advisory groups, users of the organizations services, pressure groups, employee groups, professional groups.

(5) Making "Right" Decisions - Job of leader is to make right decisions as best he can. Some of the means by which the administrator trys to arrive at the "right" decision are:

Facts - Getting and evaluating a flow of information from employees and other sources.

Goals - Does this decision effectively and efficiently further the goal?

Satisfaction - Frequently administrator must settle for a satisfactory decision under the circumstances - strive to "satisfice" because we cannot "maximize."

Acceptance

Frequently the use of group consultation and participation helps in arriving at the "right" decision.

Leadership, expertness in management, and control in large organizations are not only products of the personality and skill of the administrator as an individual, but also partly the product of group endeavor.

(6) Organization for Leadership - One of the important tasks is to channel and share intelligence needed for rational decisions. The organization for leadership can be broken down into three primary functions:

Strategy - Goals, general approach

Tactics - Mechanics of carrying out approach to reach goal

Logistics - Providing the necessary men, money, and equipment to carry out tactics

Discussion

A discussion period was held with Messrs. Burson, Wengert and Campbell acting as a panel and answering questions from the floor. Some of the points brought out in the discussion were:

Red tape can promote good management by:

(1) Removing many routine problems from the realm of decision making, particularly by unqualified people.

(2) Providing a system of rules which tend to promote consistent and uniform results, particularly in large organizations.

(3) Properly used it can free higher grade personnel for planning and creative thinking.

Many times we can never be positive of making the "right" decision. We frequently must "muddle through" by making a series of successive approximations and eventually arriving at the best compromise decision that we can. We should recognize that frequently decisions are not "cut-off" points and should leave some leeway for adjustment. Formulation of a "right" decision can be aided by group consultation and participation.

In cases where there is "no place to go" in the organization for potential executives, the good administrator makes good use of compliments (but not overdone), recognition, etc.

Frequently, however, a more serious problem is the person whose aspirations exceed his capabilities. It is no favor to a man to place him in a position where he can be expected to fail.

REFERENCES

1. Barnett, Homer. Study of Innovation.

2. Lindblom, Charles, The Science of Muddling Through. Public Administration Review, 1959.

"ADMINISTRATIVE MANAGEMENT IN INDUSTRY"

by

C. Herald Campbell

Personnel Director, Pacific Power & Light Company, 1948 to present, B. A. (Pol. Sc.) Reed College '33, Executive Secretary, City Club of Portland, 1934-39; Alumni Secretary, and Instructor, Reed College, 1939-42; Executive Secretary, Pacific Northwest Institute of International Relations, 1940-42; Contract Engineer, Kaiser Co., Inc., 1942-45; Assistant Personnel Director, Portland Gas & Coke Co., 1945-48.

Member: American Management Association; Pacific Northwest Personnel Management Association (Vice-President 1953-54); Northwest Electric Light & Power Association (Chairman, Personnel & Safety Section, 1952-53); Portland Chamber of Commerce, (Chairman, Personnel Committee, 1951-52); Industrial Relations Committee of Edison Electric Institute (member Roundtable Conference Committee, 1954-56); Portland Symphony Society (member Board of Directors, 1957-60); Research affiliate, University of Minnesota, Industrial Relations Center; Lake Grove Community Presbyterian Church (Church School Supt., 1953-54; Trustee, 1954-56); Lake Oswego Corporation (member, Board of Directors, 1961 -).

Formerly member: Reed College Alumni Fund Committee 1938-39; Secretary and Governor, City Club of Portland, 1940-44; Director and Personnel Chairman, Portland Council of Campfire Girls, 1946-49; Oregon State Advisory Committee of the Fair Employment Practices Act, 1949-55; President and Chairman, Board of Trustees, Portland Symphonic Choir, 1950-54; Trustee, Portland Civic Theater, 1951-54; College Speaker's Bureau, N.A.M., 1952-53; Personnel Policies Forum, Bureau of National Affairs, 1952, '54.

Born: Winnipeg, Manitoba, Canada, January 18, 1911.

Summary

Webster defines "Administrative" as pertaining to the performance of the executive duties of an institution or a business, and "Management" as the act or art of managing or the judicious use of means to accomplish an end. We might say that, "Administrative Management involves performance of executive duties involving the judicious use of means to accomplish the purpose of an institution or a business."

Scientific management is barely 150 years old. In 1813, Robert Owen, a manufacturer, proposed some revolutionary ideas in an address to the company superintendents of manufacturers. He said, "Experience has shown you the difference of the results between a mechanism which is neat, clean, well arranged and always in high state of repair; and one that is allowed to be dirty, in disorder, without the means of preventing unnecessary friction

and therefore works inefficiently. If proper care of inanimate machines can produce such beneficial results, what may be expected if you devote equal attention to vital machines (people) which are far more wonderfully constructed?"

In 1885, Captain Henry Metcalfe, a pioneer in scientific management and a career Army officer, published the results of a study entitled, "The Cost of Manufacturers and the Administration of Workshops, Public and Private." The study described the pioneering system for cost and materials control which was simple, gave a continuous flow of information to management, and assigned responsibility precisely. Following Metcalfe were such other outstanding management pioneers as Frederick Winslow Taylor, Henry L. Gantt, Russell Rabb, Alexander Church, and L. P. Alford. Apparent to all who read of these historical developments in scientific management is the shifting emphasis from concern over tools, materials, and methods as the essence of scientific management to concern over the human element in any organization. Over the centuries the attitudes of civilized man toward his fellows has developed through the following stages:

Savagery	-	The other fellow is my enemy and is to be destroyed.
Slavery	-	The other fellow is to be conquered and put at my service.
Servitude	-	The other fellow is to serve me for a consideration and ask no more.
Welfare	-	The other fellow should be helped up when down without too much concern for what got him down.
Paternalism	-	The other fellow should be cared for and I will decide to what extent.
Participation	-	The other fellow has something to contribute to my efforts and can help me.
Trusteeship	-	That for which I am responsible is not mine. I am developing and administering it for the benefit of others.
Statesmanship	-	The other fellow is capable of being far more than he is and it is my responsibility to help him develop to his fullest potential.

In the western world, at least, the first three stages have been left behind, but it is not too easy to decide where precisely in the remaining spectrum a given business or institution falls. There are elements of all in any institution. Formal organization implies a kind of cooperation among people that is conscious, deliberate, and purposeful. But objectives are no guarantee that the necessary cooperation will be forthcoming over the long run. Chester Barnard, noted author in the field of management, observed that most cooperation fails in the attempt or dies in infancy or is short lived, and that what we observe from day to day are the successful survivors among

innumerable failures. Few corporate organizations have existed more than 100 years.

The function of the executive--of administrative management--is to so direct the organization that it will succeed and survive. The coordination of efforts essential to a system of cooperation requires an organized system of communication. The problem of establishing and maintaining such a system is perpetually that of obtaining coordination of two aspects of organization--executive personnel and executive positions.

If the first function of the executive is to develop and maintain a system of communication involving jointly a scheme of organization and an executive personnel, the second function is to promote the securing of the personnel services that constitute the material of the organization. This task involves the whole area of the inducements and incentives that have developed by organizations to stimulate the personal contribution of the members of the organization. This involves direct and indirect incentives as well as monetary and non-monetary rewards.

The third function of an executive is to formulate and define the purposes, the objectives, or the goals of the organization. However, where the fundamental purpose of an organization may be defined by the chief executive alone, to become effective, it must be accepted by all members of the organization. The critical aspect of this function of the executive is the assignment of responsibility or the delegation of objective authority.

In addition to considering the structure of an organization, its development and function, we must also consider the leadership ability of an executive. Leadership has two aspects. One is the aspect of individual superiority--in physique, in skill, in technology, in perception, in memory, and in imagination. The second is the aspect of individual superiority in determination, persistance, endurance, and courage. This is the aspect of "responsibility" or the "moral" aspect of the executive. This is the distinguishing mark of executive responsibility--the securing, creating, and inspiring of "morale" in an organization.

Without moral convictions on the part of the chief executive, any organization will die. It is an indispensable element for an effective organization. The essence of our concern is to be found in the word "Management" itself; in the first and last syllables of that word in which we find respectively the words man and men. This is what is important to the executive and to the organization.

"COMMUNICATION IN MANAGEMENT"

By Paul A. Kohl

Paul A. Kohn has been Regional Director, National Archives and Records Service, GSA, Seattle, Washington, since October, 1957.

He received his B. A. degree from St. Meinrad's College in Indiana (affiliated with the Catholic University, Washington, D. C.) and has done post graduate work at the University of Chicago, University of Michigan, Oklahoma A & M, University of Washington and also completed the Records Management Institute of the American University in Washington, D. C.

Mr. Kohl served in World War II and in 1951 received the Meritorious Civilian Award of the Far East Command for work performed during the Korean War. In 1955 he was nominated for the William A. Jump award of the U. S. Department of Agriculture and in 1959 for the Arthur S. Fleming Award as one of the ten outstanding Federal executives in the U. S.

Summary

Definition

Communication is "Any behavior that leads to an exchange of meaning."

In government, business, or industry, the task of organizing, planning, directing, coordinating, and reviewing - in fact, all supervision is the result of reaching another mind. Management is communication.

Good communication starts with accurate thinking - select most meaningful facts.

Communication depends upon harmony of language and thinking between the sender and receiver.

Communication skills or tools:

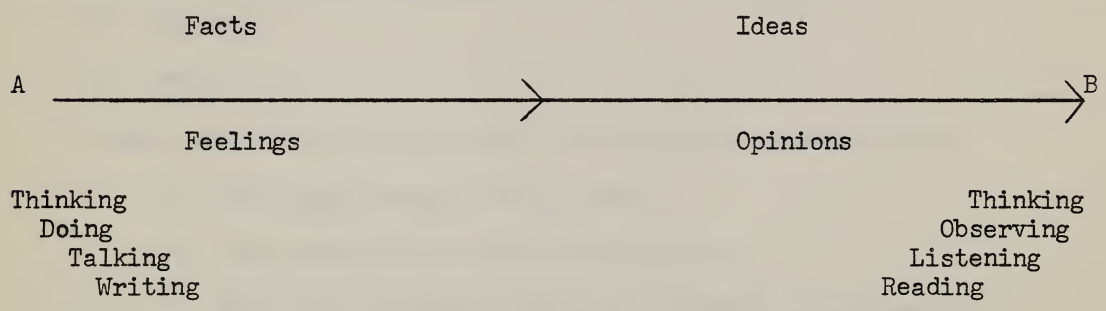
1. Thinking (by the sender and the receiver).
2. Doing
3. Observing
4. Talking
5. Listening
6. Writing

7. Reading

When one person communicates with another, for example, man "A" with man "B" the use and interplay of these skills may be charted. Dennis Murphy of the Service Pipeline Corporation, in his book, "Better Business Communication" charted the interplay of these skills in this simple example of communication. He expanded it to this degree.

CHART

Chart: When A communicates with B.



Character and reputation
Actions and Attitudes
Opinions of others
Salary and Status
Physical Appearance
Characteristics of Work
Ownership of Property
Physical Environment
Presence or absence
Habits and Traits
Quality of Mind
Voice and Language
Facial Expression
Other Things Ad Infinitum

In a statistical break-down on these communication tools they are used as follows: Speaking - 30%, Reading - 16%, Writing - 9%, and Listening - 45%. Listening is the first step toward encouraging the upward flow of information, but the most overlooked tool of management. Alert employees always see, hear, sense and feel what's going on around them in all directions.

The 4-S Formula, (Shortness, Simplicity, Strength, and Sincerity) of the GSA Correspondence Workshop is aimed at producing writing that saves money, builds better human relations, and raises morale.

The three main purposes of reading and listening are to assimilate, to criticize, or to appreciate.

Methods of Communication

1. Written

2. Oral

3. Electronics

4. Training

5. Illustration

6. Ideas

7. Systems

8. Language

9. Rumor

Listed are a few rules for the oral method of communication:

1. Talk <u>with</u> people, not <u>to</u> them.

2. Draw everyone into the conversation.

3. Keep the discussion within the general understanding of everyone present.

4. Start talking with points of agreement.

5. Keep a constructive attitude; don't contradict, quibble, or quarrel.

Oral communication is used in conferences or meetings. A simple classification is:

1. The instructional, or the informative.

2. The opinion seeking.

3. The developmental conference.

4. Reconciliation or divergent veins.

5. The problem solving meeting.

Conferences should follow the normal thought process:

1. Recognize and isolate our problem.

2. Assemble all the known facts and try to evaluate them.

3. Make trial conclusions which may have to be changed, modified, or adjusted.

4. Set up, or arrive at, the final conclusion.

This follows closely the teaching-learning process. Systems of communication in management should be identified and written into office procedures.

Words are our workers; we ought to learn all we can about them - their kinds, duties, effects, and how they are managed.

Rumors travel on informal grape-vines and wise managers never try to block, ignore, or regulate them. He listens and provides something constructive to talk about.

Factors to be Considered in Setting Up a Good Communication System.

1. Speed of transmission.

2. Cost of the method.

3. Responsibility - Integrity.

4. Reduce error to a minimum.

An organization should eliminate bottle-necks in its communication process whether they are procedures, outmoded methods, or even balky employees.

Direction of Communication.

Communication is a two-way line always. It can take a downward direction, an upward direction, and move horizontally.

Downward Communication

1. Management must express clearly its basic attitudes and goals.

2. Sociological influences bear on management and employee alike - may be good or raise barriers.

3. Authority relationships - Employee status hinges to a large extent upon his immediate superior's opinion of him. By being more communicative with subordinates, the bad effect that comes from an authority relationship can be lessened.

4. Remove barriers - Eliminate policy, or procedure that are causing specific communication bottle-necks. Removal of a person who might be a barrier. Subordinate levels can and should take a hand in planning. Management's sincere interest in the employee is an irremovable ingredient.

Upward Communication

Top management cannot exist without information flowing upward to them.

Sincerely listen - encourage expression without retaliation.

Expression of the field viewpoint in the formulation of policy.

Gain information through employee opinion poll.

Horizontal Communication

Make employees aware of their relationship one to another.

Publish an organization chart of the true organization.

Management should avoid and discourage cliques among employees.

Favoritism should be outlawed.

Accomplishments.

Good communications result in some very tangible and very wonderful benefits.

1. Understanding - All persons will know what is expected of them.

2. Closer relationships will be developed.

3. Work incentive - Goals are mutually set and understood.

4. Anticipate - A sound foundation for one's future.

5. Respect is gained.

6. Leadership - Supervisors are accepted as a means of assistance rather than a source of demand.

7. Production is greatly increased.

8. Morale is composed of many intangibles.

A film "Production 5118" was shown bringing out many principles of good communication. It may be secured by ordering from - Modern Talking Picture Service c/o Rarig Motion Picture Co., 2100 N. 45th Street, Seattle 2, Washington.

*SOCIAL ACTION

By E. J. Kreizinger

Education: Bachelor of Science degree in Agriculture, University of Nebraska, Master of Science degree in Agriculture, Kansas State College, one year of work on Ph. D. degree at the University of Nebraska.

Positions: Four years' teaching and coaching in high schools of Nebraska; six years in research and teaching, Agronomy Department, Washington State University, and U. S. Department of Agriculture, Division of Forage Crops and Diseases; a year and a half with the Washington Co-op Farmers Association in the area of seed production; thirteen years in Extension at Washington State University, presently State Leader of Research and Training; also, part-time in the College of Agriculture as Professor of Agriculture.

Summary

As we study Social Action programs we see they follow a certain pattern down through the action stages. Of course the proper application must be made for each situation.

To understand Social Action, we must be able to see the important parts of the over-all social system as we move from step to step in action initiation.

To start a program at the wrong stage or not to understand our part can lead to failure and inefficiency.

The following steps or phases must be considered in any Social Action Program:

1. The Social System

   a. All Social Action takes place within an existing social system. This may be the State, County, Community, Church, etc.

   b. We must have a general understanding of the social system to know what parts are important to our own social action program.

2. The Prior Social Situation

   a. For every given social action there must exist some past experience in the social system which relates to the kind

of Social Action now under consideration. We should determine the actual existing experience or prior experience relating to the proposed Social Action Program.

3. Problem (Based on a situation within the social system)

   a. Social Action usually has its start by two or more people agreeing that some kind of problem or situation exists and that something should be done.

   b. Action may be started by people inside social system, by someone with inside-outside interests such as an extension worker or an outsider such as a specialist.

   c. Interests for initiating action may be common (farmers wanting soil testing facilities) or complementary (farmers want way to test soil and fertilizer dealer wants soil tests to help sell fertilizer).

4. The Initiating Sets

   a. There must be sufficient agreement on the need by other people than the Social Action originators. These people who feel something should be done about the problem are the Initiating Sets.

   b. The initiating set consists of two or more people, usually not more than four or five people.

   c. More than one initiating set may be involved. They add ideas, alternatives and acutally originate action on the idea or program.

5. The Legitimation State

   a. In almost every community, or social system, there are certain people or groups, that seem to have the right authority and prerogative to pass on things to make them legitimate ideas. These people are called "legitimizers". They put a stamp of approval upon the idea.

   b. The initiating set usually takes the problem to the legitimizers. To by-pass this group usually spells failure.

   c. Legitimizers may be -

      (1) Formal administrators, church, clubs, etc.
      (2) Informal, certain individuals or cliques.

   d. A legitimizer may have power because of money, family, prestige, key position, knowledge, past correct judgments.

   e. A legitimizer may heartily endorse, say maybe, yes, no, nothing, you may use my name, won't oppose, etc.

f. If you by-pass a legitimizer his position is challenged. At times the legitimizers may actually have to be by-passed if it is felt the program really merits action. This should be done with the consequences in mind.

6. The Diffusion Stage

a. After an idea has been legitimized, it is ready to be moved to the diffusion stage.

b. At the start of this stage only the idea originators, 4 or 5 initiators and the legitimizers have heard of the idea.

c. At this stage we are ready to determine if the general public or the people who feel the need of such action will define it as a need.

d. The diffusion stage takes the program to the public. In each case careful evaluation should be made to see who does this.

e. Quite often the idea originators make very poor diffusers.

7. Definition of Need

a. Once the diffusion set is established we try to make the problem become the people's problem. A number of techniques that can be used to get large numbers of people to see a problem and identify it as one of their problems too - Use

(1) Basic Education -- This is a long range program. It does get the facts to the people.
(2) Program Development Committees -- certain key people in the community study situation, problems, resources, etc. By this method people begin to see a need.
(3) Comparison and Competition -- use approach such as "our community or our farm is not as good as someone else". "People are going to another town because they have a swimming pool."
(4) Exploiting Crisis -- When a crisis arises make a play on certain needs. Example - a flood may promote a flood control program.
(5) Demonstration or Trial -- Set up a demonstration to show how improvement can be made. Create a need by comparison.
(6) Building on Past Experiences -- (Ex. -- we now use fertilizer, let's test soil and use fertilizer "efficiently".)
(7) Channeling Gripes -- If people are against something, their negativeness can be transferred into being for something. Example - everyone is against undulant fever, so would be for control of Bangs disease.

8. Commitments to Action

a. Besides getting a definition of need from people, we must also get a commitment to do something. This may be -- agreement to attend meetings; to act at proper time; to pledge money; to take part in program; vote of confidence. A commitment to action is one of the important steps in the social action process.

9. What We Want to Achieve

a. Once a felt need is established, out of it must come some definite targets, goals or objectives. Some of the people must be willing to try. Whatever we try must be spelled out in:

(1) Good criteria for goals.
(2) Content of goals.
(3) Human behavior changes we wish to bring about.

10. Explore Alternative Methods or Means

a. Usually we have more trouble agreeing on how we are going to do something than we do on what we are actually trying to do.

b. All alternatives or different ways of doing the job should be considered.

c. After considering all alternatives arrive at the best present alternative and proceed to set up the plan of action.

11. Set Up the Plan of Action

a. After we have set up our goals and objectives and have decided on the basic methods we should use, then we will want to set up a plan of action -- a program with the organization structure to carry it out.

b. In the plan of action such things should be considered as --

(1) A time schedule
(2) Committee set-ups
(3) Kinds of personnel needed
(4) Buildings required
(5) Visual aids or other methods
(6) Needs for meetings
(7) Publicity

12. Mobilizing and Organizing Resources

a. Once we have laid down our plan of action, then we must mobilize and organize our resources so the plan can be carried out. Once we have the plan on paper we must find --

(1) The time
(2) The people
(3) The resources
(4) The physical facilities
(5) Whatever else is needed to actually carry the plan into action

b. People who take part in plan --

(1) Have agreed on the need, goals, objectives, methods and plan of action
(2) Must be mobilized and organized

13. Launching the Program

a. As we move into gear in terms of Social Action, some programs basically break down into sort of a launching process. This launching might take the form of --

(1) A fund drive
(2) A series of tours
(3) A big kick-off dinner
(4) A big full page ad-campaign
(5) A telephone network call
(6) A big publicity splurge

b. The purpose of a launching program is to make a big event so that people will know we now are into the action stages of the program.

c. Some programs move slowly because of their nature. Your plan of action must take this into consideration.

14. Carry out Program

a. This consists of the various action steps necessary to carry the program forward.

15. Continuing and Final Evaluation

a. Between each of the action steps as at all the places along the social action scale, we stop and evaluate. We evaluate what we have done; our next immediate goal; alternative methods for reaching that goal.

b. Make the next move in light of this evaluation.

c. Final or total program evaluation.

(1) Did we accomplish what we set out to do?
(2) Were the methods good?
(3) Did we make good use of resources?

(4) Why was the program successful?
(5) Or why did it fail?
(6) How would we plan differently if we were to do it over again?
(7) What did we learn?
(8) Where do we go from here?

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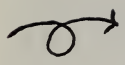


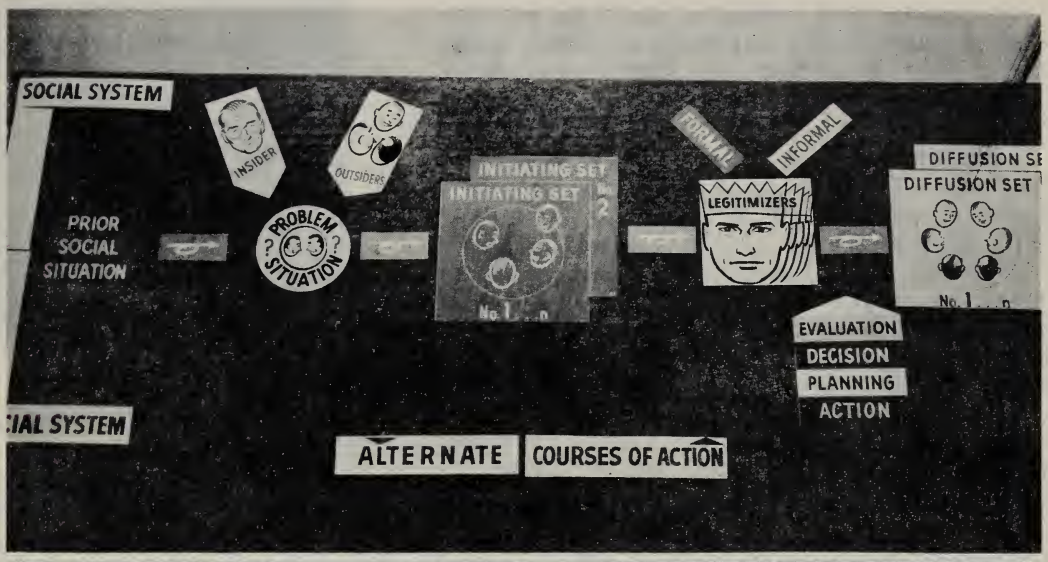
Circular arrow stands for

(1) Evaluation
Decision
Planning, Action
(2) A constant process
Did we get the job done?
How well did we do it?
What next?
Why successful?
Why failure?
(3) Evaluate at every step.

* Reproduction of CTP Material as Presented by Doctors Bohlen & Beale Iowa State College.

CONSTRUCT FOR SOCIAL ACTION

Read from left to right



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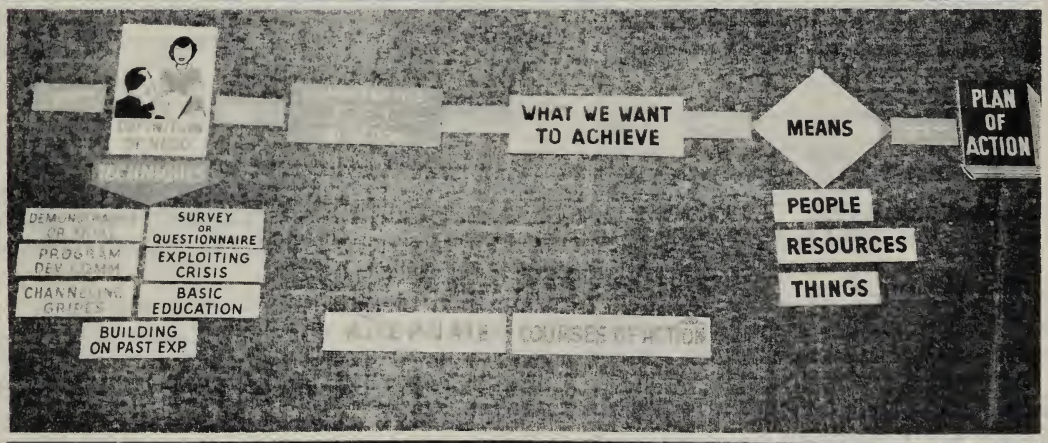

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"LEGAL CONCEPTS OF ADMINISTRATION"

By C. Carlile Carlson

Native of Utah; attended University of Utah where he received a B.S..degree in 1929; received L.L.B degree in 1932 from Harvard.

In private practice of law in Portland, Oregon until May, 1942, at which time he enlisted in the U. S. Navy where he remained until December, 1945. While serving in the Navy he had 14 months duty as Lieutenant Commander, Amphibious Forces, S. W. Pacific, was decorated for action in combat, and also received a commendation. Presently holds an active commission as Captain in the Ready Reserve of the Navy.

Joined the U. S. Department of Agriculture in February, 1948, as Attorney in Charge of Office of the General Counsel, Portland, Oregon. Presently is Regional Attorney of the Office of the General Counsel in Portland, Oregon with Branch Office at Missoula, Montana. His jurisdiction covers Oregon, Washington, Montana, Alaska and Idaho for some programs.

Summary

We should remember that "Government" includes all of the people and that we as administrators are an important portion of Government. On the average, we live only 40 to 50 percent of our potential. We should work toward a fuller utilization of our potential to provide better service.

Everyone should have some knowledge of law. This is as important in everyday living as is basic knowledge of medicine. Every parent should know what to do for a child's cut finger - what to do for a stomach ache - when to call a doctor. It is equally important to know a little about law and to know when to call a lawyer. A manager or administrator needs to know a great deal about law to carry out his work properly; further, he should not hesitate to ask advice of the Office of General Counsel whenever needed.

Three phases of law most important in agency administration are: (1) contracts, (2) criminal law, and (3) torts. The three important phases are discussed below:

1. Contracts

   (a) The elements of construction must be clear and understood. The majority of disputes are due to unclear statements or unclear writing.

   (b) Use approved contract outlines or printed forms. Do not alter

contracts or deviate in any way without first consulting the Office of General Counsel.

(c) Anticipate changes that may occur during the life of the contract.

2. Criminal law

(a) A crime is an act or an omission forbidden by law.

(b) Criminal statutes are strictly construed.

3. Torts

(a) Definition: "A wrongful act causing damage for which an action will lie."

(b) Negligence means, "Failure to use reasonable and ordinary care under like circumstances." A suit involving negligence may be brought either against the Federal Government or against the employee himself. The suit may go either to a Federal court where the judge gives the decision or to a local court where a jury made up of local people will give the decision.

Remember that most people coming into your home, your office, or into a National Forest, for instance, come as "Invitees". We are held to two duties in dealing with invitees: (a) of not injuring them through negligence, and (b) of making a reasonable inspection of the premises to eliminate dangerous situations.

If a person is not an "Invitee", he can be considered a "Trespasser". The only duty that you owe a trespasser is that you do not negligently injure him.

Remember that while it is important to get the facts, it is of utmost importance that you document the evidence that will substantiate the facts. Then date and initial the facts.

Following the lecture a question and answer session was held.

The use of copyrighted material was a question that seemed of general application to a number of participants. The counsel was that one should have prior approval for use of material from the copyright owner. It was advised that giving credit for the source of copyrighted material does not give legal permission for its use.

Another question related to legal responsibility was of special interest to the group. When one voluntarily assumes a duty not required of him, this assumption carries with it legal responsibility.

"THE SUPERVISORS RESPONSIBILITY IN PERSONNEL MANAGEMENT"

by

Dan E. Bulfer

Dan E. Bulfer has been Chief, Division of Personnel Management, Region 6, U. S. Forest Service since 1959. His career in the Forest Service began in 1927 as a forest guard in Idaho. He received his B.S. degree in Forestry from the University of Minnesota in 1930. His early service in the Forest Service included assignments in the Wasatch National Forest in Utah, the Nicolet Forest in Wisconsin, and the Ohio Purchase Unit. He served four years in the U. S. Air Force, attaining the rank of Major. Positions held prior to his present appointment include that of forest supervisor, Nicolet and Chippewa National Forests, respectively, and three years on the Washington, D. C. staff.

Summary

All supervisors are personnel managers to greater or lesser extent because they must work through and with people to produce results.

Why do we have managers?

Basically the manager's function is to produce. Managers are in charge of some unit of an organized disciplined effort to get something done - to produce something.

$$\text{PRODUCTIVITY} = \frac{\text{output}}{\text{input}}$$

Factors that contribute to productivity:

1. Machines - Power - Automation

2. Methods and tools

   Administrator can do much to improve production by providing efficient work methods and tools adapted to needs of organization.

3. People

   It is with the management of people that the supervisor has his greatest opportunity to affect productivity of his organization.

   Employee skill + attitude = productivity. Some personnel managers fail, not because of lack of technical skill or knowledge, but because they lack and fail to develop the art of working with, for, and through people.

Personnel Management in Federal Service

A. History

Beginning in 1873 with the passage of the basic Civil Service Act, which ended the Spoils System, there has been an increasing number of legislative acts dealing with personnel management with which the administrator must work and be familiar. Some of these are veterans preference; employee training; merit promotions; performance evaluation; job description and classification; health, accident and group life insurance; retirement; sick and annual leave, etc.

B. Objective of personnel management

"Within the framework prescribed by law and regulation to furnish the agency with the work force of maximum efficiency and stability and minimum size and to carry on the work of the agency under conditions satisfactory to management and employees."

C. Personnel policy

1. Policy

Managers should take part in formulating policy, should know and understand and communicate policy to employees.

2. Classification

This is the cornerstone of the merit system. It is an attempt to define responsibility and difficulty of jobs and to set commensurate pay rates.

Supervisors should be familiar with the classification system - what it can do <u>for</u> them, what it can do <u>to</u> them. Classification has an <u>important</u> effect on employee attitudes.

3. Staffing

Supervisors should understand the basic recruiting procedures. In placement of people consideration should be given to the following:

- The needs of the service and job requirements
- The need of the employee
- Where the employee can contribute most and can develop and grow
- The employee's knowledge and skills

In making promotions the supervisor must consider the same factors as in placement. Promotions are generally made on the basis of agency needs rather than to make the employee happy.

4. Evaluation of Personnel

   Recognize weaknesses and strengths
   Identify attitudes
   Provide motivation where needed

5. Training and Development

   Provide opportunity for and encourage employee to learn the skills required by his job and the job above.

6. Special Recognition

   Make use of such devices as incentive awards program, change of assignment, promotions, compliments, etc.

7. Grievances and Appeals

   Acquaint the employee with the avenues by which he can make his grievances heard. Maintain unobstructed upward flow of communication.

An employee may have all the requisite skill, knowledge, and experience to do a good job and be very productive. However, all of this may be nullified by the employee's attitude toward his job, his supervisor and his co-workers.

This employee attitude is the result of such things as changes in the rules and policy, frequently misunderstood; his response to these changes; working conditions; and personal factors inside and outside the organization.

It is the responsibility of the supervisor to try to understand and manipulate these factors to maintain a good working climate in order to "furnish the agency with the work force of maximum efficiency and stability and minimum size and to carry on the work of the agency under conditions satisfactory to management and employees".

Discussion

Q. In your presentation you gave us the formula that skill + attitude = production. How well does this formula work in reverse? In other words, is high productivity a good measure of attitudes or morale?

A. Yes. However, machines, automation, tools, new skills, etc. can really increase production even with low morale. But these things constant and only personnel involved, and providing the employees are not paid for amount of production (units or piece), production and quality of production is an indication of attitude or morale.

Q. What do you consider a good performance rating system? What elements should be considered? By whom?

A. For relatively simple job, such as typist, set up standards in terms of acceptable or satisfactory in terms of amount of typing completed, number of errors, promptness, willingness to work, agreeable personality and habits. If person meets the standards, this is satisfactory performance.

In the case of higher level, more complex jobs, this becomes more difficult, although some general approach applies. The first stage in rating performance is to decide what the person is expected to do, then as best we can, gauge his performance against what is expected.

Q. Would special treatment of research and development personnel, such as different work hours and privileges, or payment of salaries equal to or in excess of administrator be apt to cause administrative difficulties?

A. This may cause difficulties. Basic organizational system is line organization, where top man has greatest authority and receives highest pay. This principle is still basis of most organizations. Some organizations are studying idea of paying specialists more than administrators in some instances. It has been done, but at present requires top level authority. Size and complexity of problems which might arise would be largely dependent upon individual personalities.

Q. What do you do with a person who has a poor attitude?

A. Seek insight into cause for attitude to see if causes can be removed or altered to change person's attitude.

Supervisor might well examine his own attitude. Perhaps he has the wrong attitude.

Q. How far should a supervisor go in regulating work rules where subordinates disagree among themselves?

A. Be as flexible as possible in order to maintain a high level of morale within the scope of desired output. The administrator may obtain the desired solution by working through employee groups.

"MANAGEMENT CONTROLS"

By James C. Iler

Presently Chief, Division of Operations, R-6, U. S. Forest Service, Portland, Oregon. Born Dayton, Oregon. B.S. forestry, Oregon State College, 1930. Appointed Junior Forester on Mt. Hood N. F. Oregon, July 1930. District Ranger Malheur N. F. 1931, Assistant Forest Supervisor, Umatilla N. F. 1935. Forest Supervisor Olympic N. F. 1939; Malheur N. F. 1940-42; Mt. Hood N. F. 1943. Staff Officer, Operation 1944-46. Assistant Regional Forester, R-1, Operation, 1947-1955. Staff officer, Administrative Management, W. O. (F. S. Manual) 1956-59. Assistant Regional Forester, R-6, Operation, 1960.

Summary

Inadequate management is costly and those organizations interested in progress are giving emphasis to management methods and organizations.

While technical and professional knowledge is being effectively used, managerial skills and techniques are not being utilized to the same extent because of the difficulty in understanding and applying good management principles.

Formal and informal management controls, when understood and properly coordinated, allow management to accomplish work that needs to be done in a logical and orderly manner.

Formal Controls

Formal management controls such as workload analysis, budgets, and work plans are used to provide a broad general outline of the work to be accomplished.

Formal performance checks such as external and internal audits, inspections, as well as administrative reviews provide methods to measure and evaluate whether operating plans and procedures, internal controls, and assignments are adequate, effective, and serve the purposes for which the program was designed.

Informal Controls

Informal controls are functional and can be very useful since they are close to the people carrying out the programs and more effective and less time consuming for supervisors than formal controls.

Methods of informal control that can be used by supervisors for dealing directly with the employee are review of assignments, checking progress with

prepared operating plans, and performance checks. The supervisor should give necessary guidance and assistance if any shortcomings are noted and actions requiring any remedial actions should be taken care of at once.

Another useful method is the use of group meetings. In these meetings such things as accomplishments, problems, progress and job priorities are discussed. These meetings can also be used to determine what jobs are to be done, assign and define responsibilities for job assignments, review programs and discuss policy.

When using informal control methods the supervisor can use reminder and inspection lists to insure orderly coverage of important points.

An advantageous by-product of informal supervisions can be notes and memorandum created of program shortcomings, advantages, and management practices that are inadequate or features that are outstanding can be turned to good use.

The secondary feature can assist in the progress of the organization by utilizing findings in developing future work plans to avoid trouble spots and the shifting of program emphasis where needed.

Discussion

Discussion was lively and interesting and expanded in detail some of the management methods covered in the talk. The discussion brought out some techniques and methods not covered in the talk and are as follows:

1. Both formal and informal controls of an inspection of a review nature under the control of the organization should be scheduled by mutual consent and acceptance if possible.

2. Controls should be continued even when they reveal no shortcomings.

3. Top management usually does and should consider the findings and recommendations of staff and field personnel to strengthen, refine and adjust its policies.

4. People outside the organization interested in or affected by the program are able to affect the programs. When these outside interests are in conflict with each other and with the organization their feelings should always be respected. They should be heard, informed of decisions and be made aware of the right of appeal.

5. Supervision by inspection methods should be made on the basis of need whenever possible.

6. Reports of a supervisory nature should include all the facts, a status summary, points of argument, and statement of analysis.

7. Programs related to other organizational programs should be coordinated whenever and wherever possible by both formal or informal means.

8. Outside assistance can often be utilized to advantage to analyze and develop programs. These people should not be used to do the job but to help decide the way to do the job.

9. Formalization of supervision functions should be avoided if they are to remain effective. There are no mechanical factors in management and formalization removes the elasticity under which supervision should operate.

"SOME ASPECTS OF HUMAN MOTIVATION"

By Lester F. Beck

Dr. Beck is presently serving as Professor of Psychology at Portland State College. He received his B.S. and M.S. degrees at University of Oregon and his Ph.D. degree at Brown University, Providence, Rhode Island. He taught at University of Oregon and University of California before coming to Portland State. He has traveled in Europe and Asia with the particular assignment of mass training Indonesians in preparing for their national elections. His principal interests have been in Human Motivation, and presently has a TV program three times a week in Portland on General Psychology.

Summary

I am here this afternoon to discuss with you some aspects of human motivation, specifically in the area of conflict. Where two or more people work in close association, one depending on the other for instructions, misunderstandings and conflicts can arise. What forms of behavior emerge under these conditions? This is the question that interests a psychologist, but sometimes an answer cannot be found by confining one's attention to humans alone. People are complex organisms, and in order to get clues to the nature of human behavior, we occasionally take recourse to birds and beasts.

As an example, I carry around with me a box of stuffed owls. I put these owls up on high poles. For birds, an owl is an intruder, a threat, a "boss", if you will. Many songbirds complain bitterly when the boss appears. They ruffle their feathers and squawk in no uncertain terms. Some even hurl themselves at the boss, hitting him just above the tail feathers. But no bird attacks him head-on for obvious reasons. Their method of attack is always somewhat devious, behind his back as it were.

Now the decision to attack or not to attack is a difficult one for birds to make because of the threat involved. They vascillate back and forth. And in these moments of indecision they scratch their heads, preen themselves excessively, take make-believe baths, and other forms of "displacement" behavior. Under stress, tension develops, and the tension is relieved somewhat by the relatively "useless" pecking and preening of the birds. Some birds also engage in displaced eating, pecking aimlessly and erratically at a leaf nearby.

Humans too engage in displacement behavior under stress. During moments of indecision we scratch our heads and frown, we chew the end of our pencil, we bite our fingernails, we chew gum, smoke, or nibble at a candy bar. These are interesting forms of behavior that can be observed superficially.

But what about things inside? How does the person feel? What about

headaches, stomach aches, and other somatic complaints.

A recent experiment with pairs of monkeys where one must operate a switch every 20 seconds to avoid a shock to both, the one monkey that has the responsibility of the switch (the boss) develops an ulcer after a period of time. The worker monkey does not, even though he gets the same number of shocks as the other. Responsibility seems to make for stress which in turn leads to displacement to the stomach area. According to this theory, an ulcer is the same manifestation as inveterate head-scratching. Likewise, headaches may be related to the perception of one's role for himself - whether he is fulfilling it satisfactorily.

Studies of illness among workers and absenteeism reveal that some individuals are especially illness prone. They are always suffering from something. Doctors are beginning to find that these people view their roles in life as particularly difficult and filled with conflicts.

Further studies along this line, using prisoners of war from the European and Japanese theaters, reveal that the latter are far more subject to breakdown from the day-to-day problems of civilian life. The rehabilitated men who served in the Pacific area, who were captured and subjected to the strain of life in a Japanese prison, are far more prone to develop TB, heart disorders, cancer and diseases of the alimentary tract than their counterparts from the European theater.

Dr. Harold G. Wolff summarizes the experimental data on conflict in these words:

"...prolonged circumstances which are perceived as dangerous, as lonely, as hopeless, may drain a man of hope and of his health; but he is capable of enduring incredible burdens and taking cruel punishment when he has self-esteem, hope, purpose, and belief in his fellows.

"Man meets threats, assaults, and crises and as well strives to fulfill his potential, using his faulty adaptive patterns. He may find that many ends are more important than comfort, a few more important than health, or even personal survival. It is well, however, that we examine our means of attaining those ends, and that we know as far as we can the price of our values."

Discussion

A question and answer period brought out some of the following points.

Absenteeism and illness may frequently be a result of conflicts on the job. Workers tend to respond positively to attention and in some cases absenteeism may increase in times of low work loads and decrease in times of peak work loads, largely because attention from supervisors varies directly with work load.

Executives tend to develop "conflict" symptoms, such as ulcers from the job conflicts, employees from home or family conflicts.

In cases where an employee seems to be under conflict, frequently just listening and letting the employee unburden himself will do much to alleviate the situation. Often the immediate supervisor is not the best person for this as he may be identified with the conflict which is bothering the employee.

People with jobs involving tension can do much to relieve this before their health is impaired by doing things to take their minds off the job, such as using physical exercise or absorbing hobbies to get "away from it all". Gay social activities, horseplay, and jokes are excellent for this purpose.

There are two schools of thought about adult behavior being largely determined by childhood experiences. Some psychologists believe this, some don't. Those who don't point to many cases of complete reversal of adult personalities, such as "getting religion" and completely changing viewpoint. Frequently it is a matter of finding the right formula for the individual, sometimes the right spouse.

"HUMAN RELATIONS IN MANAGEMENT"

by

Mrs. Roberta C. Frasier

Came to Oregon State University in June, 1959, as Family Life Specialist with the Cooperative Extension Service.

Formerly chairman of the Department of Child Development at Washington State University. At Washington State she taught classes in Child Development and Family Relationships. She also taught pre-school children in a demonstration school which served as a human relationships laboratory.

In Oregon she is responsible for providing leadership in the family life program in Home Economics Extension. Mrs. Frasier also has worked with 4-H and other youth leaders in many counties on understanding behavior of boys and girls. She is the author of three new 4-H Projects in a series entitled "Fun with Children". Mrs. Frasier is a graduate of Washington State University and has her Masters degree from the University of Washington. In addition, in her teaching she has done family counseling and child welfare work. As the mother of three children, she has practical experience as well as theoretical knowledge.

Summary

Problems in inter-personal relations are common to all groups of people. We think of an organization as a "big family". This "family" has the same conflicts that we have in our own families - only multiplied.

People with widely different backgrounds, personalities and value systems make up our organizations. They can be placed in three different groups:

1. People who can adjust to almost any situation and group.

2. People who get along in many situations.

3. People, who can't constructively solve their own conflict, can't get along with co-workers anywhere.

   a. Don't recognize own problem.
   b. Need professional counseling.

What can we do in our organizations to strengthen or improve relationships? Four basic concepts:

1. Accept individual differences

2. Improve our communications

3. Recognize our own attitudes and prejudices

4. Focus on changing ourselves

Film: "The Eye of the Beholder"

"THE INCIDENT PROCESS IN MANAGEMENT TRAINING"

by

Dr. Wendell L. French

Dr. French is presently affiliated with the Washington State University. He received his Bachelor of Arts and Master of Personnel Service degrees at the University of Colorado and his Doctor of Education at Harvard University. Dr. French has had broad experience in both the educational and business fields. He taught at San Diego Vocational High School and Junior College; Washington University, St. Louis, Missouri; and the University of Washington, where he taught upper division and graduate level courses in Industrial Relations, Personnel and Human Relations. In the business field, Dr. French was the Director of Personnel Relations, Mallinckrodt Chemical Works, St. Louis, Missouri from 1954-58. He has been consultant to a number of companies and various advanced management seminars as well as guest speaker for a wide variety of professional conferences and organizations.

Summary

Though the case method has won wide acceptance as a management training technique, there is a growing recognition that, as a means of developing managers who are already on the job, it harbors some serious flaws.

Most published cases are either too short or too long. The short ones lack the full facts. The long, complex cases require far more time to read and analyze than the busy manager can spare.

Awareness of these drawbacks led Dr. Paul Pigors, of Massachusetts Institute of Technology, to develop a variation of the case method which he calls the Incident Process.

The Incident Process

The Incident Process is a five-step procedure that requires the training group to:

1. Study an important "incident" in a problem.
2. Obtain the facts necessary to arrive at a solution.
3. Determine the issue to be resolved.
4. Make a decision.
5. Generalize from the case under consideration to its broader implications.

As the procedure was originally conceived, each conference requires:

1. A team leader who is, preferably, one of the members of the

training group.

2. An observer-reporter who records the progress of the conference for future discussion and evaluation by the group.
3. Ten or more participants who progress through the five steps listed above.
4. A director who organizes the conference series and prepares each team leader for his particular meeting.

Advantages of the Technique

The Mallinckrodt Chemical Works of St. Louis, Missouri has been experimenting with the Incident Process for about three years.

The Mallinckrodt experience attests to three important advantages in particular. First, it emphasizes the development of leadership skills. Second, the Incident Process places strong emphasis on group dynamics -- and the third important advantage of the Incident Process lies in the fact that the team members learn the techniques of conference leadership and obtain practice in applying them.

In conclusion, then, our experience has been that the Incident Process is a valuable management training technique incorporating many features that should enable the company to achieve some important training goals. It is true that it possesses certain short-comings of which the trainer should be aware--some of them serious enough to require modification of the technique to suit the purposes of the particular organization. But, after all, every learning technique must be evaluated in the light of the trainees' particular needs. All in all, we believe that the Incident Process is well worth exploring by any executive responsible for implementing a formal management development program.

APPENDIX

USDA TAM WORKSHOP COMMITTEE ASSIGNMENTS

EDITORIAL COMMITTEE:

Carl Schmadeke, Chairman and Editor-in-Chief,	SCS	This committee will be responsible for the preparation and publication of the proceedings of the Workshop. It will contain: Summaries of talks and discussions; a brief biographic sketch of each speaker; names of those who wrote the summary; and similar information. You will set up the format for the booklet (samples from other workshops will be available as guides). Clerical assistance will be provided. In previous TAM Workshops, the completed copy of the proceedings has been placed in the hands of the participants on the last day. This is your challenge.
Melvin Metcalf	FS (ES)	
Earl K. Johnson	ASC	
Paul Bascom	AMS	
J. Gordon Hood	ES	

LIBRARY AND FILM COMMITTEE:

Paul Buchanan, Chairman,	AMS	A reference library has been set up at the university library for use by the participants at the Workshop. You may read the books on location or check them out and read them in your rooms. The task of your committee will be to publicize and control this library.
Mary Abbott,	ES	
G. W. Eddy	ARS	
Robert Copernoll	FS	
Walter White	FHA	
Jackson Ross	ES	

This committee will also preview all films except Production 5118 and Eye of the Beholder, introduce each film, list key points and conduct brief discussion at end of each film, relating it to topic of the day. Committee will also arrange facilities to show.

PRESIDING OFFICERS, DISCUSSION LEADERS, AGENCY SPEAKERS AND SUMMARIZERS

A chart is attached showing all committee assignments and listing names of participants acting as presiding officers, discussion leaders and summarizers, as well as people making agency talks.

Presiding Officers will open and close each day's meeting; introduce the speakers of the day.

Discussion Leaders will organize workshop groups, assign their meeting places, call them to order and conduct discussion, summarize main points and turn meeting back to presiding officer at the close of discussion.

Summarizers will prepare digests of main points of each speach as well as important points brought out in the later discussions. They will present these disgests to the Editor-in-Chief for publication in the TAM Book.

Agency Speakers will talk 15 minutes on the organization and functions of their respective agencies.

Each of the above committees will meet Monday afternoon or evening to organize for its job. Members of the workshop planning committee will be present to advise and assist.

ASSIGNMENT SCHEDULE - TAM MARCH 27-31

	Dis	P	S	AT	E&F
OSBF					
1. Campbell			27	30	
2. Valentine	29				
OSDA					
3. Shoup			28	30	
4. Kunkle			29		
ARS					
5. Eddy				28	F
6. Beagle			28	28	
Ext. Serv.					
7. Abbott		30			F
8. Funk			29		
9. Hood					E
10. Newell		27			
11. Ross				28	F
12. Scales		28			
13. Sprowles		31			
CSS					
15. Lopez	30				
16. Brady	27				
17. Matsuoka	31				
18. McDougal			30		
19. Roberg				29	
FHA					
14. White				29	

	Dis	P	S	AT	E&F
AMS					
20. Owens		29			
24. Buchanan					F(ch)
21. Bascom					E
22. Chapman				29	
23. Beller			31		
ASC					
25. Verhagen F			30		
26. Moore				29	
27. Johnson					E
SCS					
28. Peterson			29		
29. MacLauchlan				28	
30. Schmadeke					Ed
31. Barnett			27		
32. Lindsay			31		
PNWF&RES					
33. Metcalf	28				E
34. Berntsen			27	28	
USFS					
35. Copernoll				29	

Key

Number (27) = date
Dis = Discussion Leader
P = Presiding Officer
S = Summarizer
AT = Agency Talk
E&F = Editorial or Film Committee
Ed = Editorial Chief

CORVALLIS TAM WORKSHOP PARTICIPANTS

Oregon State Board of Forestry

1.	Jack Campbell Timber Sales	Oregon State Board of Forestry 2600 State Street Salem, Oregon
2.	Ralph R. Valentine Photo-mapping Supervisor	Oregon State Board of Forestry 2600 State Street Salem, Oregon

Oregon State Department of Agriculture

3.	D. P. Shoup Head, Department of Audit Service	State Department of Agriculture Salem, Oregon
4.	Gene Kunkle Brand Inspector Supervisor	State Department of Agriculture Salem, Oregon

Agricultural Research Service

5.	G. W. Eddy Head, Insects Affecting Man and Animals Laboratory	Entomology Research Division Agricultural Research Service Corvallis, Oregon
6.	A. G. Beagle Veterinarian in Charge	Animal Disease Eradication Division Agricultural Research Service 2 State Agricultural Building Salem, Oregon

Extension Service

7.	Assoc. Prof. Mary E. Abbott State Extension Agent	Agricultural Extension Service Oregon State University Corvallis, Oregon
8.	Assoc. Prof. Evelyn A. Funk State Extension Agent	Agricultural Extension Service Oregon State University Corvallis, Oregon
9.	Prof. J. Gordon Hood State Extension Agent	Agricultural Extension Service Oregon State University Corvallis, Oregon
10.	Prof. Ben A. Newell County Extension Staff Chairman	Agricultural Extension Service Oregon State University Corvallis, Oregon

11.	Assoc. Prof. Jackson Ross State Extension Agent	Agricultural Extension Service Oregon State University Corvallis, Oregon
12.	Prof. Murle Scales State Extension Agent	Agricultural Extension Service Oregon State University Corvallis, Oregon
13.	Assoc. Prof. J. Fremont Sprowls County Extension Staff Chairman	Agricultural Extension Service Oregon State University Corvallis, Oregon

Farmers Home Administration

14.	Walter L. White Real Estate Loan Officer	Farmers Home Administration Portland 4, Oregon

Commodity Stabilization Service

15.	Elsa P. Lopez Classification and Training Officer	Commodity Stabilization Service 1218 S. W. Washington Portland 5, Oregon
16.	Alfred J. Brady Head, Accounting Service Unit	Commodity Stabilization Service 1218 S. W. Washington Portland 5, Oregon
17.	Tyrus Matsuoka Assistant Chief, Warehouse Examination Section	Commodity Stabilization Service 1218 S. W. Washington Portland 5, Oregon
18.	Charles McDougal Assistant Chief Shipping Section	Commodity Stabilization Service 1218 S. W. Washington Portland 5, Oregon
19.	Wayne A. Roberg Dairy Product Marketing Specialist	Commodity Stabilization Service 1218 S. W. Washington Portland 5, Oregon

Agricultural Marketing Service

20.	Thomas R. Owens Agricultural Economist Marketing Economics Research Division	Department of Agricultural Economics Oregon State University Corvallis, Oregon
21.	Paul F. Bascom Agricultural Statistician	Agricultural Estimates Division Agricultural Marketing Service 306 U. S. Court House Portland 5, Oregon

22.	Milton V. Chapman Supervising Livestock Market Reporter	Livestock Division Agricultural Marketing Service 208 Livestock Exchange Building North Portland, Oregon
23.	Normal D. Beller Agricultural Statistician	Agricultural Estimates Division Agricultural Marketing Service 306 U. S. Court House Portland 5, Oregon
24.	Paul L. Buchanan Assistant Administrator	Dairy Division AMS Seattle, Washington

Agricultural Stabilization and Conservation

25.	Daniel A. Verhagen Farmer Fieldman	Oregon ASC Office Ross Building 209 S. W. 5th Avenue Portland 4, Oregon
26.	Jack L. Moore Administrative Officer	Oregon ASC Office Ross Building 209 S. W. 5th Avenue Portland 4, Oregon
27.	Earl K. Johnson County Office Manager	Marion County ASC Office Room 88, Court House Salem, Oregon

Soil Conservation Service

28.	John E. Peterson Administrative Assistant	Soil Conservation Service Ross Building 209 S. W. 5th Avenue Portland 4, Oregon
29.	Robert S. MacLauchlan Plants Materials Specialist	Room 205, Agricultural Building Oregon State University Corvallis, Oregon
30.	Carl Schmadeke Work Unit Conservationist	Soil Conservation Service P. O. Box 187 Tillamook, Oregon
31.	Frank W. Barnett Work Unit Conservationist	Soil Conservation Service P. O. Box 206, Richland, Oregon
32.	M. Grant Lindsay Soil Scientist	Soil Conservation Service 2031 Court Street Baker, Oregon

Pacific Northwest Forest and Range Experiment Station

33.	Melvin E. Metcalf Research Forester	U. S. Forest Service Box 4059 Portland 8, Oregon
34.	Carl M. Berntsen Project Leader Forest Management Research	U. S. Forest Service Research Center Box 1048, O'Kane Building Bend, Oregon

U. S. Forest Service

35.	Robert S. Copernoll Placement Assistant Division of Personnel Management	U. S. Forest Service P. O. Box 4137 Portland 8, Oregon

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Gaus	Reflections on Public Administration
Halsey	Supervising People
MacMahon & Millett	Federal Administrators
Metcalf, Durwick	Dynamic Administration
Mosher, Kingsley & Stahl	Public Personnel Management
Pfiffner & Presthus	Public Administration
Planty & Freeston	Developing Management Ability
Scott	Personnel Management
Tead	The Art of Administration
Yoder	Personnel Relations & Ind. Relations
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Lee & Lee	Handling Barrier in Communication
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Luce	Logic to Think More Clearly
Redfield	Communication in Management

Leadership

Barnard	Functions of the Executive
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Selznick	Leadership in Administration
Shartle	Executive Performance & Leadership
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Dewey	The Public & Its Problems
Gittler	Social Dynamics
Gross	The Legislative Struggle
McCamy	Government Publicity
Miller	Community Health Action
Sanders	Making Good Communities Better
Thelen	Dynamics of Groups at Work
Magazine	Social Forces

Philosophy - Psychology

Drucker	America's Next Twenty Years
Horney	The Neurotic Personality of Our Time
Leedy	Reading Improvement for Adults
Osborn	Applied Imagination (2 copies)
Pimlott	Public Relations & American Democracy
Adult Education Assn.	An Overview of Adult Education Research

Miscellaneous

Brink	Internal Auditing
U.S. Air Force	Management Manual (Bound Pamphlet series)

Left to right, FRONT ROW: Van Winkle, Campbell, Chapman, Peterson, Scales, Lopez, Funk, Shoup, Matsuoka, Campbell, Valentine, Lindsay, McDougal, Barnett
SECOND ROW: Schmadeke, Verhagen, Johnson, Buchanan, MacLauchlan, Beagle, Kunkle, Bascom, Roberg, Beller, Newell, Burkett
THIRD ROW: Burson, Wengert, Owens, Moore, White, Ross, Sprowls, Metcalf, Berntsen, Brady, Copernoll, Hood